



No 5593.1/9

318-322



GIVEN BY

GOVERNMENT DOCUMENTS



A COMMUNITY
PLANS FOR
ITS CHILDREN

final report • NEWPORT NEWS, VA. PROJECT

● U. S. CHILDREN'S BUREAU PUBLICATION NO. 321

A Community Plans for its Children

final report • NEWPORT NEWS, VA. PROJECT

Sponsored by

U. S. CHILDREN'S BUREAU and
BUREAU OF PUBLIC ASSISTANCE

of the

Social Security Administration
FEDERAL SECURITY AGENCY

1947

FEDERAL SECURITY AGENCY
SOCIAL SECURITY ADMINISTRATION
U. S. CHILDREN'S BUREAU

1947

ACKNOWLEDGMENTS

The Children's Bureau and the Bureau of Public Assistance wish to thank the following agencies and individuals who, through their active participation, contributed to the Newport News project on juvenile delinquency prevention.

In Newport News, among the many who gave active and continued support to the project, we wish especially to thank J. C. Biggins, city manager; members of the city council; Herbert G. Ross, superintendent of the social service bureau and acting secretary to the child welfare committee from July 1, 1944, to March 1, 1945; members of the child welfare committee; and the two newspapers—*The Daily Press* and *The Times-Herald*.

Among present and former staff members of the Virginia Department of Public Welfare we are indebted to the following for their help in planning and directing the project, and in developing local cooperation: former commissioner, Dr. William H. Stausser, and his successor, May O. Hankins; Lois Benedict; William Painter; and the field representatives serving Newport News.

The bureaus owe a great deal to Dr. John Slawson, formerly executive director of the New York City Jewish Board of Guardians, who, in addition to his full-time duties there, gave primary leadership to the project in its initial stage and acted as special consultant until he became executive secretary of the American Jewish Committee.

Both bureaus wish to give recognition to the members of their staffs who participated in the project, particularly Alice Scott Nutt and Pauline Miller, who were responsible for planning and liaison between the bureaus, and Elizabeth H. Goggin who conducted the community studies and prepared the reports.

We also wish to express our appreciation to the other Federal and State agencies, in addition to those mentioned above, whose representatives served on the national advisory committee: the Office of Community War Services and the Office of Education, Federal Security Agency; Office Civilian Defense; and the Virginia State Board of Education.

Finally, we wish to give special recognition to the contribution made by Paul R. Cherney, assigned by the two Federal agencies to develop and direct the project in Newport News, who was executive secretary of the

child welfare committee. Through his thoughtful, able leadership, his skill in applying professional knowledge, and his rare capacity for relating himself to individuals, he helped the community to analyze its problems and focus its plans for action.

JANE M. HOEY,

Director, Bureau of Public Assistance.

KATHARINE F. LENROOT,

Chief, United States Children's Bureau.

CONTENTS

	Page
Highlights in the Development of the Project	5
Establishing the Project	9
Purpose of the Project	12
Evolving a Community Program	14
Organization of Planning Groups	14
Official Structure	14
Division of Work	15
Function	16
Planning for Children	16
Maintenance of Continuous Leadership	18
Method of Work	18
The Chairman	20
The Executive Secretary	20
Developing Local Leadership	22
Increasing Local Participation	23
Using State and National Consultation	24
Public Relations	25
Fact Finding	26
Delineating and Defining Studies	27
Securing Community Understanding of Purpose	28
Using Available Data	29
Who Should Make Studies	29
Scope of Studies	31
Correlation of Findings With Other Community Studies..	33
Source Material	33
Reporting the Facts	36
The Audience	37
Purpose and Content of Reports	37
Timing Releases	38
Use of Reports in Newport News	39

	Page
Community Developments	40
New Facilities	40
New Public Services	41
Improvements in Existing Local Programs	42
Public Assistance	42
Juvenile Office	44
Recreation	44
Health	44
Schools	44
Housing	45
Increased Cooperation Among Agencies	46
Increased Responsibility of Local Government	46
Increased Interest of Special Groups in Community Problems ..	47
Interest in Coordination	48
Effect on Surrounding Communities	50
State Agency Activities	51
Conclusions	53

Highlights in the Development of the Project

1942

June: The Bureau of Public Assistance of the Social Security Board and the Children's Bureau of the United States Department of Labor, with a part-time special consultant on juvenile delinquency, began work on selecting a community in which the project might be located and on plans for a community study.

July: The proposed project was discussed with the Virginia Department of Public Welfare and Newport News, Virginia, was selected for the community study.

August: A community study was made by the two Federal agencies sponsoring the project.

October: Findings of the community study were presented to representatives of the Federal Security Agency and other Federal agencies actively concerned with problems affecting children in the Hampton Roads area in which Newport News is located.

A committee, appointed by the regional director of the Federal Security Agency, recommended that a report of the findings of the study be made to the city manager of Newport News and that his interest be enlisted in the project.

November: A meeting was held with the Virginia commissioner of public welfare, the director of the children's bureau of the State department of public welfare, the special consultant, and the city manager. The city manager agreed to the proposal that the project be located in the city and undertook to obtain the consent of the Newport News City Council.

1943

February: The child welfare committee of the Newport News Civilian Defense Organization was appointed by the city manager.

March: The two Federal agencies placed a staff member in the community to be responsible for carrying on the project.

The city manager, to whom he was made administratively responsible, appointed him executive secretary to the local child welfare committee.

Block leaders of the civilian defense organization made a survey of day-care needs.

April: The chairman of the child welfare committee was appointed by the city manager.

May: The first meeting of the child welfare committee was held. Day care and recreation subcommittees were appointed and first meetings of these subcommittees were held. A child-welfare worker was employed by the local welfare department.

June: The city council authorized the local welfare department to receive Federal funds for day care and to operate day nurseries. Necessary local funds were appropriated. A survey of recreation facilities was made by the subcommittee on recreation.

July: A subcommittee on counselling and guidance was appointed. The subcommittee on counselling and guidance had its first meeting. A study of intake of agencies in Newport News and Warwick County was undertaken by the subcommittee on counselling and guidance.

August: The child welfare committee approved recommendations of the subcommittee on counselling and guidance for establishing a social service exchange in Newport News.

September: The Community Chest of Newport News and Warwick County agreed to operate a social service exchange and allocated funds for this purpose. The first day nursery for white children was opened. Application was made for Lanham Act funds for a public recreation building.

October: An advisory committee for the boys' club was formed. Consultation on the development of a children's recreation program was given by the Children's Bureau of the United States Department of Labor. The subcommittee on recreation sponsored the Junior Citizens Service Corps.

The Boys' Club of America began consultation to the boys' club advisory committee.

November: A study of juvenile court cases was undertaken by the executive secretary of the child welfare committee to learn the trend in juvenile delinquency during 1942 and 1943.

The special consultant held a conference with the State welfare department and the city manager, on the progress of the project and current local developments.

Monthly progress reports by the executive secretary to the State agency and the city manager were initiated.

December: The study of trends in juvenile delinquency was extended to cover the period from January 1, 1937, to December 31, 1943, and to include information about the school adjustment and home situations of a sample of the group.

1944

January: Consultation was given by the U. S. Office of Education on State and Federal resources available for child guidance services in the Newport News schools.

February: A housing survey of the Negro slum area was made by Negro civilian block leaders under the supervision of the city health department.

March: Need for swimming pools was considered by the recreation subcommittee and gathering of information on cost of construction and maintenance was begun.

Representatives of the city, State, and Federal sponsoring agencies conferred to evaluate the progress of the project and to consider next steps in its development.

Work started on the public recreation center.

April: Findings of the study of trends in juvenile delinquency were submitted to the child welfare committee and referred to the counselling and guidance subcommittee with a view to working out procedures among the various agencies dealing with child welfare problems.

The child welfare committee chairman resigned to serve overseas with the American Red Cross.

Findings of the housing survey made by the health department were released to the public.

Second progress report was issued.

May: The city manager recommended the enactment of new ordinances to alleviate slum housing conditions.

The mental hygiene committee of the Peninsula Chapter of the Virginia Federation of Social Workers met with the superintendent of the Williamsburg State Hospital to discuss the possibility of extending mental hygiene clinic services to Newport News.

June: The child welfare committee authorized the appointment of a subcommittee on community planning.

The local newspapers investigated and publicized unsanitary toilet facilities in the schools. Funds were later appropriated by the city council to remedy this condition. The city health department was given responsibility for inspection of school sanitary facilities.

The special consultant on juvenile delinquency withdrew from the project because new responsibilities precluded continuation of part-time services.

July: The executive secretary of the child welfare committee entered on military service.

The superintendent of the social service bureau (public welfare agency) became acting executive secretary of the child welfare committee.

August: The social service exchange began to operate.

September: Consultation was given by Community Chests and Councils to the special subcommittee on community planning of the child welfare committee.

October: A second day nursery for white children was opened.

The city manager and acting executive secretary recommended that in view of the difficulty of recruiting qualified staff and of the time-lag, no further attempts should be made to obtain an executive secretary.

November: The Community Chest board voted against employing full-time staff to give full-time attention to community organization among private agencies.

1945

February: Arrangements for the mental hygiene clinic in Newport News were completed.

City council adopted ordinances regulating the operation of the public recreation center.

A short study was made by the two Federal bureaus to secure data on community developments since July 1944 preparatory to terminating the project. Information was obtained chiefly from active participants on the child welfare committee and subcommittees.

March: Estimates of cost of constructing swimming pools were submitted to the city council by the city manager.

The sponsoring agencies, by agreement with the city manager, terminated the project on March 1.

Establishing the Project

This is a report of an experiment in community organization for the prevention and control of juvenile delinquency in a locality when no one agency had had responsibility for coordinating and integrating the total services. The project was originally undertaken in 1942 as a wartime experiment to discover methods by which community resources could be quickly and effectively mobilized to meet this particular problem.

The Bureau of Public Assistance of the Social Security Board and the Children's Bureau of the United States Department of Labor, in cooperation with the Virginia Department of Public Welfare, sponsored the project. The Children's Bureau was interested in the whole field of juvenile delinquency prevention. The interest of the Bureau of Public Assistance was specifically directed to strengthening the public assistance programs—particularly aid to dependent children—so that they might contribute to the prevention of juvenile delinquency among children in families coming within the scope of these programs.

Planning began in 1942. At first the intention was to conduct the experiment in two communities, one urban and one rural, both of which had experienced the special problem of mobilizing for war. Before work could be begun in the rural community selected, the war industry newly located there was abandoned. The project was, therefore, limited to the urban community.

Newport News was selected as the setting for the experiment, because it was typical of many urban communities faced with problems accompanying a rapid expansion of industry or the presence of military establishments. War workers and families of military personnel had been drawn to Newport News by the expansion of the shipbuilding and drydock company and by military establishments in the immediate or surrounding area. The city was small and the population, normally about 37,000, had nearly doubled within the 2 years, 1940-42. There was a rapidly expanding metropolitan area outside the city, which included one of the largest housing projects in the country. The employment of women could be expected to increase drastically in the shipyards and in civilian services due to the withdrawal of men for military service.

The city had certain basic social services which included public assistance, a juvenile court, and juvenile officers. There were gaps in both the public and private services, however. The city did not have a private family welfare agency organized to provide all-round case-work services. The welfare department had no child welfare program. The need for

child welfare workers had been recognized but the efforts of the department to obtain even one worker had been unsuccessful. There was no clear division of responsibility for family and child welfare services among the public agencies. The latter were largely centered in the juvenile office that provided probation service to the juvenile and domestic relations court. The major activity of the city welfare department was providing public assistance and medical care to needy adults and children. There were a number of additional public and private agencies organized for limited functions and, in most instances, with limited resources.

Although some of the agencies had similar functions which duplicated or overlapped, there was no agency responsible for coordinating or integrating services. Only a few people seemed to be aware of the extent of the social service needs or interested in community action to meet their needs. This absence of any desire for community action was based partly on the city's experience during the First World War. Many felt that now, as then, the problems would diminish or resolve themselves once the war was over. Hostility to the new population also colored these attitudes and the feeling was rather widespread that the community should take no responsibility for the newcomers; they were looked upon as having no interest in the community.

The two Federal bureaus worked cooperatively with the State department of public welfare, the established channel to a local community for public assistance and child welfare services. Other Federal and State agencies with programs bearing upon family and child life having relations with local agencies or actually operating such programs in local communities were informed of the project and their cooperation sought. Later, a national advisory committee was formed with representatives from Federal and State agencies having programs affecting the field of child welfare. This committee acted in an advisory capacity on broad national policies involved in the problems encountered by the Federal agencies in the course of the experiment. This report does not include a description of the activities of this committee. It is concerned only with the operation of the project in the community.

In 1943, the two Federal bureaus, with the approval of the State department of public welfare, the city council, and the city manager, placed a professional social worker with child welfare and community organization experience in the community, under the supervision of the city manager. The Federal agencies paid this worker's salary until July 1, 1944, when he entered military service and the project was interrupted. Efforts were still made to carry on the project. The Federal and State agencies maintained their interest, gave consultation, and cooperated in trying to recruit another secretary. But on March 1, 1945, the project was discontinued

because the community believed that the placement of a new person in the community at that date would be tantamount to a new beginning.

Two progress reports¹ have been issued jointly by the sponsoring Federal agencies at two stages in the development of the project. The first—covering the period from August 1942 to July 1943—set forth the principles of community organization as developed at the beginning of the project, illustrated by examples of their application. In the second report—covering the period from July 1943 to April 1944—the developments in planning for children were summarized. The second report also described how the child welfare committee operated in working out its problems. The third and final report summarizes and evaluates the project from its initiation, through its interruption in July 1944, to its termination on March 1, 1945. It includes a discussion of principles broader than those used in the project, as well as those observed in operation, and describes the methods used and the progress made in planning for the general welfare of children in Newport News.

The conclusions drawn are in a large measure applicable to planning for any community service for children. However, because the emphasis of the Newport News project was on the prevention and control of juvenile delinquency, more attention is given to the social services available and needed than to other phases of the community program for children.

As is true during any experiment in community organization, social forces were at work in Newport News and throughout the operation of the project which were not easily seen at the time of its inception. As time went on community interest manifested itself on a front much broader than the project. The description of community developments, therefore, includes interests and activities that were stimulated by the project and others that were coincidental to it. Both are presented to show the many areas on which work was done. How much encouragement proponents of other interests received from the project cannot be assessed and no attempt has been made to do so except where the connection is clear and acknowledged. The inclusion of such activities in this report does not imply that any credit for them is due to the project.

¹ July 1943 and April 1944.

Purpose of the Project

The initial purpose of the Newport News project was to bring together the appropriate Federal, State, and local agencies to work on the problem of the prevention and control of juvenile delinquency. It was hoped in this way to discover the most effective relationship among Federal, State and local programs for organizing and directing their efforts toward a given problem. The original purpose was abandoned very early, however. As soon as the staff member entered on duty he was made administratively responsible to the city manager. This emphasized the strategic place of local government in community planning. The staff member became, in effect, a local person operating as any other employee of local government would be expected to do in a similar assignment.

It became clear that the accomplishment of the initial purpose of making a total approach to juvenile delinquency rested with the community. Mobilization of all forces could come about only if the community was aware of its needs, wished to deal with them, and discovered and used its own resources while reaching out for and utilizing the financial and consultative resources of State and Federal agencies in dealing with the various phases of the problem. The sponsoring Federal agencies acted as observers and consultants and, except for financial support, the project became to all intents and purposes a local effort such as any community might make with expert local leadership.

The second purpose was to discover methods and a pattern of organization which might be used with modification in other communities. The progress made up to July 1, 1944, when the project was interrupted, indicates that the principles and methods used had potentialities for constructive community planning and action which might have been realized more fully had the experiment been carried to a conclusion. As will be seen in the later discussion, loss of leadership delayed the full development of a pattern of organization.

The third purpose was to discover ways of adjusting community programs related to delinquency prevention to meet current wartime needs, by adapting, modifying, strengthening, and extending, if necessary, the social services for children and adolescents. This purpose was only partially realized. Day nurseries were established for children of working mothers, and a child welfare service program was inaugurated by the local public welfare agency. Child welfare services which had been established were not continuous because of loss of staff. The importance of strengthening the services of the schools, the juvenile office, and the other programs of the public wel-

fare agency were laid before the committee and the public just prior to the interruption of the project. In the months intervening between July 1944 and March 1, 1945, only the public welfare agency took action based directly on the recognized needs. This agency made an effort to improve service by shifting staff assignments to provide more supervision.

Evolving a Community Program

ORGANIZATION OF PLANNING GROUPS

Community planning, as a function of local government, is a logical outgrowth of an increasing recognition of public responsibility for the general welfare. This does not mean that all services and operations must be provided from public funds nor by public agencies; it means merely that government has a responsibility to see that necessary services are provided either by public or private agencies. During the war local governments recognized that in order to discharge this responsibility they needed to have a relationship to the people of the community; that they needed the stimulus, influence, and support of citizens who were informed on the issues at hand and could assist in investigating methods of dealing with these problems. In such a relationship various representative groups of people are brought closer to government by active participation in the problems of government and its efforts to find solutions for them. Government may in this way fulfill its responsibility to know the needs and wishes of the community, to evaluate the effectiveness of existing programs, and to develop facilities and services that promote the general welfare.

Official Structure

A relationship between local government and representative groups from which community planning may evolve, requires the establishment of official means through which to explore and to make recommendations on problems with which government is faced. Because government has over-all responsibility for the general welfare, it can bring the various groups together best in an over-all organization to plan for and balance the programs of public and private agencies.

In Newport News, the project for the prevention of juvenile delinquency was set up in the existing emergency wartime structure for community organization—the civilian defense organization—which in turn was directly responsible to the city manager. In this community the direct relationship to local government offered by this wartime organization contained potentially a structure for organization and action, especially in the area of modifying or strengthening the public services. The experience of the project supports the contention that local government should obtain assist-

ance from representative groups in carrying out its responsibility for the general welfare.

Although the structure used in Newport News (the civilian defense organization) had been created to meet a great crisis—the war—the principle of enlisting citizen participation holds for peacetime use in dealing with community problems. Evidence of the increasing recognition of government responsibility for community organization at State and local levels is to be found in the creation of organizations to plan for specific or broad phases of community life. In many instances, city planning bodies are primarily engaged in developing community facilities. Their creation is a first step toward enlarged public interest in the general welfare and a recognition of the value of and the necessity for greater citizen participation in community development.

The media provided by government for citizen participation in community planning may be expected to vary. But whatever the medium adopted, planning groups must have a particular kind of setting; they must have official recognition, but should be free from official domination. Their status should be such as to assure official consideration of findings and recommendations and official action on them.

Planning groups require a type of structure that will assure them a broad perspective in planning to meet community needs within their areas of responsibility. This structure should provide for the various aspects of a community program, for comprehensive and balanced planning, as well as for changes in emphasis as community circumstances require. It should be possible for a group not only to work on problems that fall within the scope of its particular responsibility, but also to coordinate its efforts with those of related groups and of the total community.

It is also fundamental that all related community interests contribute to and be brought together to work on, community problems. This requires that representation be sufficiently broad to constitute a cross-section of community interest.

Division of Work

Within any planning organization, there should be a break-down into divisions or sections in order to give specific attention to particular phases of the total problem. Within these divisions or sections, there should be a further breakdown into groups for work on various technical subjects. The recommendations of these groups on technical subjects should be coordinated by their respective sections and then referred to the group charged with making decisions and recommendations to government. An effective organization of this type should be able to make objective decisions and eliminate much of the pressure which accrues when various agencies compete with each other for funds and facilities from government.

In Newport News, a variety of committees had been planned for and appointed in the civilian defense organization, but no provision had been made for an intermediary group which would bring together the recommendations of the local committees. Recommendations of individual committees were sent directly to the city manager.

The child welfare committee did, however, demonstrate coordination in the various aspects of its work. This committee was organized to "discover the causes and extent of family breakdown as they affect the welfare of children, to aid in the coordination of local and national child welfare services, and to devise means for mobilization and support of a wartime delinquency prevention program." It had subcommittees on day care, recreation, and counselling and guidance. The recommendations of each subcommittee were acted upon by the child welfare committee before they were referred to the city manager.

Function

The function of a planning organization, its various sections or committees and their technical groups or subcommittees, is to study, plan, stimulate, and advise on development and coordination rather than to operate a community activity or program. The operation of a program or service involves such organizations in administrative details and deflects attention from their primary function. It has been suggested² that if operating programs are undertaken they should be community-wide in nature and limited to services available to all the agencies in the community, such as a social service exchange or a volunteer bureau. In Newport News the child welfare committee recognized that its function was to study, plan, stimulate, and advise on services to children and not to operate any services. When the committee recommended a social service exchange to serve the various agencies, the committee worked for this exchange as a separate agency. The exchange was accepted as a member of the Community Chest and is supported by it.

Planning for Children

The group responsible for planning for children should work closely with the community agencies responsible for social planning for the entire population. The needs of children should be given consideration in all areas of community planning, especially those which involve family life.

The children's planning group may be part of a broad organization representative of social welfare and related fields, including social services

² U. S. Office of Civilian Defense, *The Community Council*, OCD Publication 4228, January 1945, p. 6.

for families and children, health, education, mental hygiene, housing, and recreation, or it may be a joint committee drawing together and evaluating from the point of view of children's needs the planning that is done in specialized fields.

Membership in this planning group should be drawn from local public agencies such as the city or county welfare, recreation, and health departments, the schools, the juvenile and domestic relations courts, and the police; local private agencies or groups concerned with family or child welfare, health, or recreation; industry, labor, and racial and religious groups; and individual citizens with an active interest in the problems of the community.

The employer group should also be represented. This will stimulate their interest in the social and health problems of families and children in the community and acquaint them with the facilities available for the treatment of various types of problems. Who represents employers will vary from community to community; it may be the chamber of commerce, the junior chamber of commerce, the retail merchants association, or the personnel managers' association.

There should be labor members who adequately represent labor and who are in a position to make a contribution to the community by their participation in planning for children. If there is more than one labor group but no central labor council, the selection of a labor representative will need to take into account other factors than those mentioned above. In some cases, it may be desirable to include representatives from all major labor groups.

The inclusion of minority groups is essential in any program of community organization. As in the case of labor, the controversial nature of this issue in some communities makes it important that representation from minority groups be selected with special care in order to assure that the needs of these groups are actively represented in community planning.

In Newport News, the child welfare committee, which functioned as a social welfare planning group, consisted of representatives of the Community Chest, health and recreation department, council of social agencies, Federal housing, schools (both white and negro), the three principal religious groups (Catholic, Jewish and Protestant), juvenile and domestic relations court, the parent-teacher association, the Army civilian personnel, the American Association of University Women, the Negro women's community club, the junior chamber of commerce, the senior and junior women's clubs, the American Legion Auxiliary, the American Red Cross, and the Salvation Army. Representation of the shipbuilding industry—the largest employer—was achieved only indirectly through the interest of the wife of the president of the company who became a committee member. Appointment of labor representatives was delayed because at

the time the committee was formed, and up to July 1, 1944 when the project was interrupted, there was no single representative labor group. Just after the interruption of the project, elections were held which showed where union strength lay; but the child welfare committee did not meet from July 1944 until March 1945, and no official labor representative was appointed.

In large communities it may not be possible to have representation of all agencies and interests on the group planning for children. Other interests may, however, be represented by including representatives of those agencies in groups or subcommittees working on the technical aspects of planning for the various needs of children. Members of such groups or subcommittees should be selected on the basis of the functional responsibility of the agencies they represent or of their technical competence in special areas. In the case of lay people and civic organizations, selection should be on the basis of their special interests in children's problems.

In Newport News, membership on the day care subcommittee included representatives of the city schools, both white and Negro, city welfare and health departments, churches, parent-teacher associations and the Negro women's club. The recreation subcommittee was composed of representatives from the city recreation department, city schools, the Army, Young Women's Christian Association, United Service Organizations, and the churches. The subcommittee on counselling and guidance had members representing the Protestant and Catholic churches, juvenile office, Community Chest, Travelers' Aid, United Service Organizations, welfare department (child welfare worker), military services (employee counselor), American Red Cross, United States Employment Service, council of social agencies, city schools, and the Negro and white parent-teacher associations.

MAINTENANCE OF CONTINUOUS LEADERSHIP

Method of Work

The work of a planning group should be guided by local interests, and community wishes and working habits. There may be flexibility and informality of operation, or there may be a formal type of organization. In Newport News, formal organization with by-laws and limitation on attendance at meetings of the child welfare committee or its subcommittees was purposely delayed until it should be possible to determine what was the best form of organization. The meetings of the child welfare committee were open to members of its subcommittees and others who were interested, and all who were present could vote. Members of the child welfare committee who brought specific problems to the attention of the committee met with the subcommittees assigned to explore the problem and make recommendations. Members of the subcommittees changed as their in-

terests shifted, and new people were asked to join either the child welfare committee or one of the subcommittees when they expressed an interest in the work. Various points of view were brought together through group discussions; planning evolved and decisions were arrived at through this democratic process.

Meetings were held whenever subcommittees were ready to make recommendations, when there had been fact finding in some particular area not yet assigned to a subcommittee, or when there was need for consideration of new problems. Interest, attendance, and participation were sustained by calling groups together on matters of importance rather than by planning meetings routinely. Subcommittees met frequently when they had a special assignment to study a situation and make recommendations. Later meetings on the same problem were held when further developments required attention.

It was found that holding meetings in the same place encouraged better attendance and that when meeting places were changed, attendance dropped off markedly. Therefore, one centrally located and easily accessible place was regularly used.

Meetings were scheduled during working hours because most of the people in positions of leadership found it possible to attend during these hours and participated extensively in evening activities for servicemen. In setting a time for meetings, particular consideration was given to seasonal changes. Meetings were scheduled for morning in the summer and for afternoon the rest of the year. The changes in time, unlike the changes in meeting place, proved to have no detrimental effect on attendance. Special consideration was also given to setting the time of the meeting which would encourage attendance of Negro members whose participation in community-wide projects was relatively new.

Meetings were held at the time set, regardless of attendance. It was recognized that when committee work could be sidetracked for other activities it took on less importance and the interest of the members flagged. It was, therefore, considered best to follow through the plans that had been announced and to devise some means of keeping absent members informed and promoting regular attendance. There were only two meetings of the three subcommittees at which attendance was so small that it was felt undesirable to take formal action. In both these instances, the discussions took place as planned and tentative recommendations were made pending a later meeting and approval by a larger membership of the subcommittee.

At meetings of the child welfare committee and its subcommittees, members were seated around a large table. This arrangement made for freer participation by those who found difficulty in expressing their point of view.

The Chairman

Maintenance of continuous and responsible leadership is essential to effective community action for the prevention of juvenile delinquency or the accomplishment of other community goals. When the responsibility of the group involves any phase of planning for children the chairman should be able to mobilize and bring together the resources and interests in the community on behalf of children. Preferably he or she should be a layman whose interests are representative of a cross-section of the community. If possible, the chairman should not have administrative responsibility for the direction of an agency or organization, public or private, affected by the process of coordination. In Newport News, the first chairman of the child welfare committee was the retiring president of the American Association of University Women and a school teacher. She had been a life-long resident of the city. Her interests were broadly representative of a cross-section of the community. She had demonstrated ability and capacity for leadership and was well accepted both socially and professionally. She gave able leadership to the committee and wise counsel to the executive secretary. She participated actively in explaining the project and the proposals the committee sponsored to other community agencies, the public, and officials in a position to take action. The second chairman, appointed just before the project was interrupted, had formerly been leader of the women's activities in the civilian defense organization. She was experienced in social welfare, had served as director of National Youth Administration in the community and as social worker for the local department of public welfare. She was an active member of the parent-teacher association in an adjoining community. As a committee member, the second chairman had taken an active part in the work of the committee and in relating the work of her civilian defense group to that of the child welfare committee when it was appropriate. She had also been very helpful to the executive secretary in many ways, especially in interpreting the community to him.

The Executive Secretary

In addition to a chairman, responsible for maintenance of effective leadership, an executive secretary is also essential. In an urban community a full-time executive secretary will usually be necessary because of the variety of interests of both agencies and lay people and the demands made upon their time and interests by their jobs and other activities with which they are associated. The secretary should be free to give undivided attention to community organization and to keep a strong interest directed to the problems at hand.

The executive secretary's function is to stimulate awareness of problems that are either present or emerging in the community; secure informative

material for the group's work; make available his knowledge of professional content, social philosophy, and standards of service; and assist in plans for meetings of groups and sub-groups. The executive secretary should serve as technical consultant to local government officials and advise both the group and government agencies of the resources that can be used by them, such as Federal, State, and local specialists in the welfare fields. The executive secretary should be the person through whom all contacts are made by other agencies seeking to relate their interests with those of the planning groups. He may also act as a medium for interpreting the work of the group to the press and the general public.

In Newport News, the executive secretary was responsible for providing technical service to the committee and the city manager on social service needs and methods of meeting problems in this area, with particular reference to child welfare, and for obtaining consultative services in related fields from all levels of government. In the absence of a subcommittee on public relations, and with the approval of the city manager, he worked with the press.

The importance of having a full-time staff member to help the committee with its work became very clear after the executive secretary left. Meetings of the child welfare committee were not held and factual material that had been obtained was not fully used. Only one of the original three subcommittees continued to work. Nevertheless, the interest that had been aroused by his work in the community continued. Eight months after the executive secretary left the community, it was evident that interest had taken on a greater breadth; new topics were being discussed by community groups and reported by the press. But no one in the community had responsibility for coordinating the activities that resulted from these discussions either with a total community program or with the specific aspects of the program as they affected all children.

The person employed to give leadership in community organization should be broadly trained. The qualifications that such a person brings to the job will greatly affect the progress and direction of the work of the group. Criteria for the selection of this person should include professional training which assures a social philosophy grounded in knowledge of social conditions and a practical understanding of the needs of families and children. Another criterion is ability to draw upon and use effectively, the skills of persons in other specialized and related fields. Experience in community organization is also a primary consideration. Willingness to have the tempo of activity conform to the community's capacity for change is an important factor. It is equally important to recognize that desire for change and acceptance of the steps needed to bring about such change must be achieved through an educational process. An additional important

qualification is the ability to discover, stimulate, and develop leadership in the community so that necessary action is, in fact, accomplished.

The staff member employed by the Federal bureaus to conduct the experiment in Newport News possessed a combination of professional training and experience that was particularly adapted to community organization in child welfare. He was a graduate of a school of social work, where he had specialized in child welfare, and had had a year's graduate training in psychiatric case work. His work experience had been in three cities and in the child welfare, family welfare, and public welfare fields. He had had responsibility for organizing a community in the interest of child welfare. Ability to identify himself with the locality and to become a part of the community, as well as ability to establish constructive relationships with people, were special characteristics that influenced the two bureaus in selecting this person.

Developing Local Leadership

Locating and developing local leadership and participation is one of the most important responsibilities of the executive secretary of a planning group. Successful community organization demands that there be active community participation and that the work of the group should not be left entirely to the secretary. Consequently, it is imperative that members have the fullest opportunity to acquaint themselves with the facts and their implications, and with possible solutions to community problems. Only as people gain convictions based on knowledge and understanding can a community program be developed which has vitality and the possibility of permanent and constructive accomplishments.

In Newport News the executive secretary, in helping the child welfare committee discover what it wanted for the children of the community, was guided by his belief that (1) communities wish to take responsibility for making their own plans; (2) community planning with substance and permanence must be the outgrowth of community interest and represent the community point of view; and (3) local leadership based on understanding of the problems and needs of local children and expressed through participation is essential to constructive planning. Expressions of opinion were avoided by the secretary except on technical matters. Work with the committee was directed chiefly to the development of local leadership and a community point of view.

The executive secretary did not propose plans or present his own developed point of view. Rather, he made his technical knowledge and experience of other communities available, interpreted the different points of view that had been expressed, and suggested consultation with others who would be involved in the operation of proposed plans and who knew how they would work.

The greatest portion of the executive secretary's time was given to individual conferences in which committee members and other persons in key positions could articulate their interest in community problems and discuss possible solutions. In general, these conferences were held once in three months and oftener if needed by rapidly approaching decisions, emerging problems, or plans under consideration by the committee or subcommittees. Their purpose was to give individuals experience in interpreting and evaluating the facts and recognizing their implications, considering the social desirability of proposed methods of dealing with situations, appraising and using the experience of other communities in meeting these problems, and arriving at objective decisions after consideration of a variety of viewpoints.

Increasing Local Participation

Planning meetings and stimulating attendance are two important responsibilities of an executive secretary. He should assist in planning the agenda. Member participation is increased if steps are taken in advance of meetings to arouse interest. Following the meetings, interest of absent members may be sustained or stimulated by informing them of the developments at the meeting. In Newport News, the executive secretary made telephone calls to all committee members after the agenda for a meeting had been drawn up. The items on the agenda were briefly discussed and their opinion asked. When positive ideas or definite points of view were expressed, the member was encouraged to present them at the meeting. The executive secretary's interest in the ideas and opinions of individual members gave them self confidence and was a factor in promoting attendance. Absent members were visited or called after meetings and informed of the matters discussed, the action taken, and the points of view expressed. These people often attended the next meeting because of interest in supporting recommended action, raising questions, or supporting another point of view.

All meetings of the child welfare committee and subcommittees were attended by the executive secretary. His part in the discussion was limited to presenting facts, answering questions directed to him, and expressing opinions on technical matters. His more active participation was unnecessary because members were able to present and support their ideas, which were tested and synthesized in the process of reaching group decisions. Minutes of the meetings were prepared immediately by the executive secretary and copies mailed to each member. When plans were being considered, which were unfamiliar to the community, some interpretative material was included in the minutes for the benefit of the absent members and in order to correct any misimpressions that members might have gained in the meeting. For instance, when the need for a social service exchange was being discussed, a brief statement was made about what such an exchange was and the purpose it would serve. That this was needed was shown in

the next meeting where a member stated that she had thought that the social service exchange and a central intake were identical.

Using State and National Consultation

The creation of a means for citizen participation and the maintenance of continuous, responsible, effective leadership will not in themselves produce a well rounded program for children reaching into all aspects of their life in the community. Local potentialities are limited by lack of experience in working with problems in unfamiliar fields or by insufficient funds to put proposed plans into action. It is necessary, therefore, to utilize resources for advice and consultation from State and Federal agencies and from national private agencies to fill in the gaps or to modify and strengthen existing or proposed programs. Obviously, the executive secretary of the committee cannot be informed on all the various fields involved in planning a comprehensive program.

In Newport News the State welfare department provided consultation to the subcommittee on the planning and operation of day care centers. Assistance was given to the executive secretary by the State agency worker responsible for coordinating the work of the various child welfare committees in the State. Several conferences were held with the State children's bureau representatives on the development of local child welfare services and other common problems growing out of local activities.

Consultation on recreation for children was secured from the United States Children's Bureau. The United States Office of Education advised the secretary on Federal and State resources that could be utilized in encouraging the local schools to participate more actively in the program.

This pattern of turning to national agencies for consultation was followed after the interruption of the project. The special subcommittee on community planning asked a national private agency, Community Chests and Councils Incorporated, to advise them on coordination of agencies in Chests. Out of this came a recommendation that the Community Chest employ a full-time staff member to be responsible for the coordination of the agencies participating in the Chest. Although this recommendation was not followed, these consultations had informative value to the general public and to individuals in the community who were interested with this phase of community planning. In another instance a national recreation agency was consulted by the city recreation department about making a study for which the city council had appropriated funds.

In addition to local leadership, an informed public opinion is necessary to constructive planning. Some of this is accomplished by publicizing reports of meetings and of action growing out of meetings as well as the findings on the community needs gained through special studies, particularly the needs of special groups such as children. A community's awareness of

its needs increases when groups explore and work out problems. An appreciation of the interrelationship of community services grows out of the joint participation of members from various fields such as health, education, welfare, and recreation.

The executive secretary in Newport News, through his contacts with the public, helped the child welfare committee interpret its work and the work of the various community agencies. In some cases, when help was asked, the executive secretary was able to tell what community agency provided the kind of service sought for a particular child.

Public Relations

The accessibility of the executive secretary not only to members of the child welfare committee, but to all other persons wishing to call problems to the attention of the committee, discuss plans reported by the press, or make other proposals was an important means of increasing community interest and participation. The executive secretary had a desk in the civilian defense office, in the centrally located city hall. Frequently, persons coming into the building on other business stopped to discuss their particular interests with him. By taking advantage of the opportunities for chance conversations, it was possible not only to learn about the interest and concern of the general public, but also to discover other people who had a contribution to make to the work of the child welfare committee.

The child welfare committee's main channel of information to the public was the press. Newspaper representatives attended meetings that were announced. Reports, in journalistic style, of other meetings were prepared by the executive secretary. They were accepted and used with little change and given the same general location in the paper as those written by reporters.

The press can be a powerful ally of groups working in the community. In some places it may be necessary to stimulate the press to take an interest in the problems of children just as it is to stimulate other groups whose participation is wanted. In other communities where the press takes an active interest in community affairs of all types, the executive secretary can be helpful in providing technical interpretation of study findings and of action taken by the committee, and in finding sources of information from which articles, editorials, and features on particular topics can be prepared.

In Newport News, the newspapers were actively interested in social problems and had no restriction on the amount of material they could use on this subject or the point of view they wished to express. The clean-up of unsanitary conditions in the schools was the result of a project undertaken by one newspaper and was stimulated by the findings of a housing survey in the Negro area made by the department of health. The publicity given was sufficient to arouse the community to demand improvement in the situ-

ation. A considerable outlay in funds was made possible to modernize the sanitary facilities. In another instance the newspapers made use of factual material which had been published earlier to call community attention to the relationship between juvenile delinquency and unsuccessful school adjustments of children. In reporting the action of the school board to table a request of the superintendent for school social workers, a summary of the school adjustments of individual juvenile delinquents was published to show the need for the requested services.

Throughout the project, the local press gave good coverage and interpretation to the developments affecting the general welfare of children in the city and the surrounding areas. Editorials opposed such restrictive measures as curfews, cited the dangers in unrestricted employment of children, called for community support of the program for prevention of juvenile delinquency, emphasized the effects of employment of mothers on their children, debated the advantages and disadvantages of day nurseries, stressed recreational needs, praised the planning of more youth programs, and, as mentioned before, took up the cudgels for improved housing. Cartoons were featured on particular issues. The papers encouraged individual expressions of opinion on various community issues through letters published in their columns. The good relation between the project and the press was due largely to the fact that reporters were assigned on a continuing basis to cover the activities of the committee. After the project was interrupted, the press continued to cover and publicize meetings on problems of general community interest in all fields affecting families and children and to make skillful use of data assembled and released by the child welfare committee.

FACT FINDING

Accurate and continuous fact finding is the basis for effective social planning and action to keep pace with changing conditions. The existence of a problem, its extent and nature must be established. The point at which the community begins to work must be determined, and there must be continuous direction to planning. Needs as well as the resources to meet them vary from community to community. Each locality has some resources that are strong and some that are inadequate to meet the existing or emergent problems. The degree to which these resources are developed and mobilized to accomplish a specific purpose depends upon immediate and continuing knowledge of community conditions. Preferably, fact finding should be the outgrowth of a community's interest in its specific problems. The study of Newport News was made by the professional staff of the two Federal bureaus preparatory to locating the project there. Although this was a satisfactory method for the purposes of the project, local agencies

have sources of information not known to people from outside and studies made by local staffs are usually better.

Delineating and Defining Studies

Studies of community problems need to be delineated and defined if the findings are to provide a stimulus to action. Facts to be accumulated should be specific to and focused upon a single problem. The problem, which in this project was juvenile delinquency, may have many facets which should be explored, but these must be constantly related to the central objective.

In accepting responsibility for public relations activities, the executive secretary of the welfare group must consider the time and effort required for such work and the time available for his primary responsibility of serving the committee. A person with technical competence in several fields may find extraordinary demands made upon his time by agencies or other community groups, but these demands should not be permitted to interfere with his primary responsibility for carrying on the work of the specific group he serves.

The executive secretary in Newport News was a member of the Peninsula professional social work group and the Newport News council of social agencies. He was also on the advisory committee of the city recreation division and other child welfare committees or welfare councils in adjoining cities and counties. Memberships in these groups gave him many opportunities for developing relations with other people in the welfare field. Finally requests for the executive secretary's participation as a member of groups concerned with other community activities began to make inroads on the time needed for furthering the work of the committee, and he and the Federal agencies decided that his participation in new activities outside the scope of the child welfare committee in Newport News should be limited as far as possible to consultation on technical problems or assistance in obtaining such service. Contacts outside of Newport News were not dropped immediately but it was agreed that no new memberships would be accepted in groups in the city or adjoining communities. Wherever feasible, his membership in groups other than professional social work organizations was changed to a consultative relationship. It was generally agreed that no arbitrary limitations should be set on the amount of consultation that might be given either within or without the city. The value of maintaining relations with other groups was not overlooked in arriving at this decision; but, it was felt that participation as a member was not as effective for the time spent as consultation on special requests which did not take so much time from his immediate responsibility in Newport News.

The total responsibility for interpretation should not, of course, be left to the executive secretary. The chairman and members of the planning

group should assist in getting information to the group they represent and to the public through speeches and informal talks. One of the responsibilities of the executive secretary is to prepare material which members can use in making addresses. These speeches may be prepared by the executive secretary or he may consult with the member on the preparation of a speech. In Newport News, talks made by members of the committee were usually made in their capacity as agency representatives rather than committee members. The needs of children were, therefore, discussed in terms of the service the particular agency was able to give. Broader discussions of the needs of children came from committee members who represented the parent-teacher association. One member, a minister who was also program chairman of the Peninsula ministers association, planned the meetings for his group around the needs of children and invited members of various agencies represented on the committee to describe the services of their agencies. The executive secretary of the child welfare committee took considerable responsibility for describing the needs of children to groups in the city and surrounding areas. These groups included social workers, women's clubs, parent-teacher associations, Sunday school teachers, and staffs of public health and welfare agencies.

Defined studies with limited objectives have particular advantages. In their operation the staff receives guidance from the objective, and discipline in adhering to it. Data are not so overwhelmingly comprehensive as to lead to discouragement and consequent stifling of community effort. (The scope and focus of the studies made in Newport News are discussed under the topic "Scope of Studies.")

Securing Community Understanding of Purpose

Regardless of whether the fact finding is done by the people in the community or by an agency from outside the community, steps should be taken to inform interested local agencies and the public of the purpose of the study before it is begun. The experience of the two Federal agencies making studies in the two localities showed the importance of establishing community understanding at the earliest possible point. In Newport News, the objectives of the project were discussed with the superintendent of the city welfare department by the field representative of the public assistance division of the State welfare agency, but other persons and agencies first learned about the proposed project, to which the study was related, after the study had been started and interviews were being held by representatives of the Federal agencies. Consequently, a great deal of time was required to interpret the purpose of the study and the objectives of the project to people being interviewed.

A different and perhaps better approach was made in the rural community. There community interest and participation were stimulated in

advance by the State welfare department. Representatives of a number of local agencies were called together by the local welfare superintendent to meet with a representative of the children's bureau of the State department of public welfare to discuss the proposed project and obtain approval for the study. Agencies concerned with families and children had an opportunity to direct their thinking to the problem of juvenile delinquency in their community before individual interviews were held in connection with the study.

Using Available Data

Fact finding by a planning group should supplement information already available, and obtain information that local agencies are not prepared to gather in the course of carrying out their regular responsibilities. In some localities the regular agencies may be too busy or too under-staffed to make special studies. In other communities, the planning groups may not have the means to accumulate data, such as from agency records, and may have to work from what is at hand. The Newport News agencies contributed information for the child welfare committee's use in four ways: (1) Recreation agency programs were described orally by representatives in meetings of the recreation subcommittee. (2) Data on monthly intake were contributed by 21 agencies in the city and county for the use of the counseling and guidance subcommittee in considering whether a device to coordinate information was needed and what kind to recommend. (3) The functions and services of the agencies were described for this latter committee through discussions of cases presented by agency representatives. (4) The juvenile office, the schools, and the public welfare agency made records available to the executive secretary of the child welfare committee for a study of individual juvenile delinquents. The health department made records available for use in constructing a spot map of venereal disease cases in the city.

Who Should Make Studies

Choices will have to be made as to how staff time is to be spent. If comprehensive fact finding is undertaken by the group responsible for community planning, the time of the executive secretary may be diverted from other equally important activities. In view of the time involved in making intensive local studies the Federal agencies believe that whenever possible fact finding should be limited to combining the data provided by various community sources and that local agencies should be requested to make studies of material bearing on the problems being considered and available from their own sources. The time of the executive secretary might then be used to give consultation on the selection of data and the study method

and to correlating the results of the research done by these and other public and private agencies.

In Newport News the decision of the executive secretary to undertake primary fact finding activities was dictated by the urgent need for factual material for committee use and the general lack in community agencies of experience, time, and staff to undertake comprehensive studies.

Competent personnel, experienced in social research, is required to make or supervise studies that deal with the social problems of individuals. In all types of social studies, professional consultation is desirable on the selection of data to be gathered and the content of schedules and instructions. Assembling the material needs careful supervision by professional research staff who should also have primary responsibility for evaluating and interpreting it. Whenever studies utilize confidential information about individuals or deal with technical questions, such as the function of welfare agencies and the quality of their service, social work staff is necessary. Consultants from related fields should be called upon to assist in planning studies in their area if the studies are not made by these agencies themselves. After tentative conclusions are reached by the research staff, professional groups should be asked to consult with the research staff to make sure that all factors influencing the conclusions have been given their proper weight. Professional groups should also assist in formulating recommendations which affect programs in their special field of interest and operation.

In Newport News the executive secretary of the child welfare committee made studies of individual cases known to three agencies. Because of the confidential nature of the agency records only the executive secretary had access to the primary source material. His conclusions were submitted to the executives of these agencies for their review and comments to assure proper interpretation before these findings were given to the child welfare committee.

Nonprofessional people may participate in making studies when mass data are needed about conditions common to a cross-section of the population and which do not represent deviations from the normal. The information to be obtained should be simple, nontechnical, and objective. It should deal with factors that nonprofessional people can be expected to recognize. If people unaccustomed to social research methods are to secure data for studies, they should be given careful instructions about the purpose of the study, the information to be obtained, and the techniques to be used. When such people can be used, a channel for broader community information is provided as well as an opportunity for community participation.

Nonprofessional people were used to make the first study for the Newport News child welfare committee. About 500 block leaders organized by the civilian defense organization made a survey of the need for day care.

The data to be obtained by them were easily understood, hence little training in interviewing was necessary. The executive secretary collaborated in preparing the schedule for this study and in determining the kind of information to be included on the schedule. The information they were to obtain included:

The presence of one or both parents in the home,
The location of the home,
The names and ages of children under 18 years of age,
The number of parents working,
The place where children were cared for if the mother was working,
Source of care such as father, older child, relative, girl under 16, woman over 16, and other arrangement,
Employment or contemplated employment of mother,
The mother's hours of work and the length of time it took her to go to and from work,
Family interest in day care,
Interest of the mother in obtaining employment if proper care could be provided for preschool children,
Willingness to pay a fee for day care of children.

None of these questions required much interpretation to the persons being interviewed. The material gathered by the block leaders was so satisfactory that the city health department decided to use this method in making its study of slum housing in the Negro section. Here most of the block leaders were members of the Negro women's club. This assignment helped to create interest among this group in social planning on the problems of Negro families and children in the community.

Scope of Studies

Studies may be of two kinds—broad, over-all community studies or intensive studies of particular problems. The type of study needed depends upon the type of problem on which community interest is centered. A problem like juvenile delinquency, which reaches into many aspects of community life, requires a study that is broad in scope. In studies of particular aspects of community needs such as day care, housing, or recreation, the scope may be more limited.

Studies of community resources should be broad enough to include all agencies and organizations, public or private, having programs that bear directly or indirectly upon the general problem under consideration. They should be sufficiently comprehensive to obtain information about the type and extent of the problem, the contributing community and individual factors, unmet needs, and available resources. The information gathered should be focused upon the particular community problem being studied.

Exploration need not be intensive as it is not desirable to use more time than necessary to get the significant factual material. The community study made by the Federal agencies in Newport News included such agencies as welfare, recreation, health, housing, schools, churches, law enforcement, court, industry, and civic organizations. Emphasis was placed upon securing a general view of the factors contributing to family dislocation and juvenile delinquency, the services available, and the gaps in services. Information was obtained on agency functions, the effect of the war on agency activities, the groups served, the effect of the war on families and children, plans that had been made to meet particular problems, and unmet needs of children and their families.

Intensive studies are usually more useful to the continuing work of a committee than in the beginning of community organization. Plans for intensive studies should generally be postponed until the deliberations of the planning group and its subcommittees have created community interest in special areas. These studies are valuable in locating problems and giving a focus to planning, and also in creating community interest and concern.

In Newport News four intensive studies were made by the child welfare committee. Work was begun on day care because the community was being urged to provide day care facilities for children of working mothers. An application for Lanham Act funds to set up nursery schools had been made by the superintendent of schools. The need for such facilities had become a controversial issue in the community. The first consideration of the committee was to establish, factually, whether there was a need for such care.

Consideration of the need for day care led to a second study—an exploration of recreation facilities and the number of children being reached. Questionnaires were distributed to all public and private recreation agencies, including churches and fraternal organizations. Additional information on the programs of recreation agencies was given orally at the meeting of the recreation subcommittee by agency representatives. When the questionnaires were returned, the executive secretary of the child welfare committee, responsible for compiling the data, made follow-up visits to persons who had prepared replies. This was done in order to obtain supplementary data and to interpret further the objectives of the study and the child welfare committee. No effort was made to evaluate the standards or the content of the various programs.

A third study was made to determine the need for a social service exchange. The question of a need for counseling and guidance services had been raised by the day care subcommittee and discussion had resulted in the appointment by the child welfare committee of a subcommittee on counseling and guidance. This subcommittee considered ways of coor-

dinating the activities of the various agencies providing service to families and children in the community. In order to determine whether agency intake was sufficient to warrant setting up a central clearance service for these agencies, a study was made of the intake of 21 health and social agencies participating in the Newport News and Warwick County Community Chest. The findings established that the volume of intake was spread among so many agencies that a device for coordinating information was needed. A social service exchange was recommended to fill this need and its organization was effected.

The fourth study was that of individual juvenile delinquents already referred to. It was begun by the executive secretary of the child welfare committee to meet the city manager's request for a spot map of juvenile delinquency areas. Because of the interest aroused by the findings for comparable periods in 1942 and 1943, the study became an intensive exploration of the factors associated with the delinquency of children coming to the attention of the juvenile court throughout the 7 years the juvenile office had been in operation. As information in juvenile office records was limited, data could be obtained only on the number of individual children coming before the court, their ages, types of offense, and the disposition of cases. On the basis of this information it was decided to compare a 10 percent sample of the cases with the school and the public welfare agency records in order to obtain a more complete picture of the school experiences and the home situations of these children.

Correlation of Findings with Other Community Studies

Committees concerned with community planning have a valuable resource in the studies made by health and welfare agencies and others in related fields. Such studies should be used to give added significance to the fact finding done by the committee itself. In Newport News, the city health department made a study of the housing conditions in the Negro slum area. By comparing the spot map of juvenile delinquency with those of slum housing, tuberculosis, and venereal disease in the community, the committee was able to establish the community areas containing a concentration of social problems which needed community action.

Source Material

A variety of source material may be used in making studies but the strengths and weaknesses of each kind must be recognized. In some communities it may be necessary to rely chiefly on interviews because of the inadequacy of recorded source material. Discernment of social problems will vary among those interviewed whether they are officials, representatives of social agencies or other organizations, or private individuals

who because of special interests in community life are drawn into the study. School principals, teachers, civic leaders, ministers, policemen, industrialists, representatives of labor groups, and others whose responsibilities bring them into contact with a cross-section of the population and give them opportunity to observe the problem, can often make valuable contributions to an understanding of community conditions. Even though there are differences of discernment among such people, the skill of the interviewer may offset these differences and draw out the valid contributions each can make. While it is usually not wise to generalize on the basis of an observation by a single individual, nevertheless, one observation may serve as a clue which merits further exploration. Social agencies serving the needy or maladjusted more or less exclusively or operating in specialized areas must be relied upon to interpret the problems of the particular group coming to their attention.

The Federal agencies making the community study in Newport News found that discernment of the effect of the war on families and children varied among those interviewed. School principals and teachers were among those most aware of the effect of the war on families and children—probably because their work brought them into close contact with a cross-section of the children in the population. Persons who made important contributions to the preliminary study were city officials, the secretary of the chamber of commerce, and others whose responsibility offered opportunity for broad observation. If the community study had not included interviews with these persons not directly concerned with the administration of the social services, significant information would have been lost. For instance, the conflicts that existed among family groups in housing developments resulting from differences in cultural background and standards of living had been observed by the secretary of the chamber of commerce, but were not mentioned by others consulted. Although some of the data could not be verified beyond the one person making the statement, they were suggestive of areas for further exploration in planning a program for the prevention of juvenile delinquency.

In studying juvenile delinquency the fact that children act or react in familiar ways such as stealing, running away, truancy or fighting, may obscure the changing stimuli for such behavior in community conditions. There may be a tendency to minimize the effect of social conditions that contribute to or are associated with delinquency and the need for measures to prevent and control them. Unless there has been a change in the type or the volume of familiar types of antisocial behavior, it may be difficult to obtain evidence of the consequences of community conditions on the lives of families and children.

In Newport News, the tendency to minimize the role of the war in producing problem behavior was noted in many quarters. Frequently there

was little response to questions about the relation of the war to what was happening to families and children. When, however, the interviewers asked first about behavior and other problems of which the informants were aware, it was often possible to lead into a more productive discussion of the relation of the war to these problems. This type of interviewing was time consuming and required considerable analysis and interpretation of the material obtained. More records were read than had originally been planned, because the persons interviewed were not able to select case records illustrating war-connected situations or the effect of particular circumstances precipitated or accentuated by the war.

The extent to which case records are useful sources of information will vary from community to community and among agencies. In some communities, it will be possible to supplement interviews with executives of agencies with a great deal of material from case records, illustrative of the effect of community problems on family life and upon children and adolescents in their functioning within the family unit and in the community. In other places, such case record material may be available only in a single agency. Records may be limited or nonexistent or, when available, unsuited to the purposes of the study. The degree to which useful information may be obtained from case records will depend upon the kind of records kept, the insight of the individual workers into the causal factors of maladjustment, and the degree to which this insight is manifested in the reporting process. If records are inadequate, case reading will nearly always have to be supplemented by interviews with agency workers. If case records are not kept by some agencies, all the information that can be obtained will be through interviews with executives and the workers.

In Newport News record reading was limited to the public welfare department and the Traveler's Aid because records in the other organizations could not be made available during the study period or were so informal as to be inadequate for the purposes of the study. Public welfare agency records yielded information about the effect of the war on client situations, especially when supplemented by interviews with staff members. The difficulty of obtaining complete factual data from the records of one agency has already been cited as a reason for supplementing such information with the records of other agencies.

Statistics are another valuable source, but conclusions have to be carefully drawn. This is particularly true of statistics about the number of children who have come to the attention of the court and the police. These data may represent either an over- or an under-statement of the extent of disruption or disorganization of the homes and consequent maladjustment among children and related adults. For example, cases dealt with unofficially may or may not be counted; reporting procedures may

have been changed during the period studied, or some functions may have been allocated to other agencies. Duplication in the number of individuals brought to the attention of the authorities will exist if statistics kept by courts and police show the number of complaints or offenses rather than the number of individuals.

In computing the increase or decrease in juvenile delinquency in comparable periods, it is necessary to compare the number of children appearing in the court or taken under care by social agencies with the changes that have occurred in the child population. This last figure can be obtained from a census of children, if this is available, or estimated on the basis of the total school enrollment. Relating changes in the incidence of delinquency to changes in the total population understates the problem when the total population has increased many times over the child population. At best, reliance on official statistics alone is an incomplete method. The determination of the volume and degree of family disintegration and individual maladjustment needs to be made not alone on the basis of statistical data, but also on first-hand evidence and evidence obtained from interviews and other sources of information.

In Newport News, juvenile delinquency was not considered a serious wartime problem because the increase in official juvenile court appearances for the 2 years since industrial and military activities began to swell the city's population was being compared with the increase in the total population. By using the total population as a base, the conclusion had been reached that the percentage increase in juvenile court cases during the past few years was about one-half of the percentage increase in the population. Consequently the condition was considered by some as merely what was to be expected. When, however, this increase in official court appearances was related to the increase in school enrollment during the period, the percentage increase in delinquency cases was shown to be 10 times as great as the percentage increase in the number of children enrolled in the schools. Statistics of court appearances offered only a partial measure of the extent of juvenile delinquency but they were the most reliable that could be obtained. Numbers of children treated unofficially by the juvenile office could not be included because of irreconcilable differences in the methods of reporting. Other children, not known to the court or juvenile office but coming to the other agencies, had to be omitted because there had been no provision for uniform reporting of problem behavior.

REPORTING THE FACTS

The way in which the findings of a study are reported determines whether or not it will be effective in giving direction to community planning. Each report on a given problem or aspect of community life should

lay a basis for community action. Reports, therefore, must be constantly directed to the accomplishment of this objective.

The Audience

The audience to which a report is addressed has to be considered in deciding on the form and content. Certain reports will be made to officials, some to agencies, and others to the community at large. The report of the findings of the community study made by the Federal agencies in Newport News was directed both to the city manager, through whom community consent would be obtained for locating the project there, and to the State department of public welfare responsible for the administration of two of the basic welfare services for children. All of the reports of the studies made by the child welfare committee or its subcommittees were made to the city manager as director-coordinator of the civilian defense organization. They were also prepared for general distribution to be released later. At the time the project was interrupted the committee was ready to begin work on studies directed to agencies concerned with planning or operating programs.

Purpose and Content of Reports

Reports may be designed to serve one or more purposes. If they are to supply information to officials, they should contain the kind of information that can be utilized by local governments as a basis for action. Such action might include initiating changes in local administration of public programs which are within the responsibility of administrative officials, making known to the community the reasons for needed ordinances informing the community about increases or cuts in local appropriations and the effect of these, or informing State or Federal agencies of local needs and recommending changes in legislation. Some reports will be informational and designed to promote community support or there may be reports of progress on plans that have had community sanction. Other reports will be technical and concerned with aspects of agency function and operation and will be useful only to the committee and the agency or agencies concerned.

The community study by the two Federal agencies, which preceded the location of the project in Newport News, served two purposes—supplying data to the city manager to support his recommendation to the city council for acceptance of the project and pointing out to him and the State public welfare agency immediate needs in the public welfare programs which were their responsibility. The report contained data about the extent of juvenile delinquency and the effect of the war on families and children, as well as an analysis of the local public assistance program. Points at

which this program could be strengthened to meet the wartime needs of children were cited. Attention was also called to the need for a child welfare worker in the public welfare agency.

The report of the day care study was primarily directed to helping the local government reach a decision on providing services to children of working mothers. The report of recreational facilities provided working material on program expansion and coordination for government, public and private recreational agencies, and the churches as well as information for the public. The report of current agency intake was chiefly for the use of the committee in making recommendations for a new facility, the social service exchange. The report of the study of juvenile delinquents was largely to inform the public on the extent of juvenile delinquency and its social, economic, and educational aspects. Reports made by the committee were not directed to the clarification of agency functions. If the project had not been interrupted, such a study could have served as a point of departure for the three agencies—schools, juvenile office, and welfare agency in studying and strengthening their own programs. Or it could have served as the basis for undertaking a more intensive study of agency functions and operations looking toward recommendations on inter-agency coordination and integration.

The media for presenting reports is also an important factor. Findings may be presented in various ways. Visual devices, such as spot maps, are effective means of presenting material to some people. Comparable statistical data may be shown graphically in charts or tables. These may be supplemented by written materials for others who prefer a verbalized presentation. Case material, if individuals are not identified, may be used to show the impact of social conditions on individuals.

Timing Releases

Decision will have to be made about the amount or timeliness of the material to be released to the committee, local government, or the public. Studies often reveal several aspects which the community would wish to consider. Communities, like individuals, usually work better on one facet of a problem at a time. Findings released without selection may retard rather than accelerate planning if the material released is overwhelming in its scope. Pertinence to immediate planning is one of the guiding criteria in the selection of data. Those relating to long time planning are often better left until the need arises. The city manager in Newport News decided to release only that part of the community study that related to the extent of juvenile delinquency and the effect of the war on families and children. The rest, concerned with long-time planning, was reserved until later. Up to the time the project was interrupted no further releases on

the findings of this study had been made because the committee had not yet reached the point of considering agency programming and functions.

Use of Reports in Newport News

Reports of studies made in Newport News were used in various ways. Information in the initial community study of the extent of delinquency and the effect of the war on families and the children was used by the city manager to focus the over-all work of the child welfare committee as it dealt with the broad aspects of child welfare. Material in the same report touching the public assistance program was used by the city manager and the superintendent of the public welfare agency in revising policies on the use of general assistance to supplement aid to dependent children payments and in improving the standards of assistance in all public assistance programs. The efforts of the locality and the State welfare department to find a child welfare worker were increased and a worker was obtained.

On the basis of the report on day care, the city council appropriated the necessary funds and authorized the public welfare agency to accept Lanham Act funds and operate the day care program. A spot map showing the location of children in the community, made from the findings of the day care study was used by the city manager in deciding the location of a recreation building.

The recreation study played a part in the decision of the city recreation division to change its focus of interest from adults to children and to expand its program for the latter.

The report on current agency intake was useful not only in helping to establish a social service exchange but also in persuading the Community Chest to accept responsibility for its operation and financing.

The information collected on the characteristics of individual juvenile delinquents was particularly useful to the local public welfare agency in interpreting the needs of children to community groups.

Mention should also be made of two other studies undertaken just prior to the interruption of the project or immediately afterward and affecting community planning, although these were not projects of the child welfare committee. The report of a housing survey of a Negro slum area resulted in a city ordinance requiring owners to make property habitable within a given length of time and placing responsibility for enforcement in the city health department. The report of the sanitary facilities in the schools, made by one of the newspapers on the basis of its own survey, resulted in improvement of facilities and the assignment of inspection responsibility to the city health department.

Community Developments

(March 1943 to March 1945)

Many of the developments taking place in Newport News since the project began can be credited only indirectly to the planning of the child welfare committee. They were outgrowths of increasing community knowledge and understanding resulting from the fact that the needs of children had been kept constantly before the public by the committee. Interest in these needs led to community discussion of other needs and to community action. In some instances, there had been great use of resources available from Federal or national private agencies; in others, local resources had been used or developed as community attitudes broadened or changed. After the project was without full-time staff, it was impossible to obtain complete information and the following summary of developments is largely confined to those that occurred in agencies under the responsibility of local government.

New Facilities

By March 1945 a new building was under construction which would house the local public welfare and health departments. The plans were designed to eliminate the physical handicaps of space, ventilation, and lighting under which both agencies had worked and to facilitate the carrying out of their functions. The new quarters for the welfare agency will allow for greater privacy in interviewing. Workers will then have private offices and there will be sufficient space to allow for expansion in staff. The health department section will provide not only needed additional space but also expanded laboratory facilities and modern equipment from which children as well as adults will benefit.

New quarters for the juvenile court and the juvenile office were also under construction in March 1945. These quarters provided for privacy in the conduct of court hearings. These had previously been conducted, not only within sight and hearing of persons awaiting hearings, but also in a room where members of the staff were transacting other court business. In the new building, the juvenile workers will have the needed privacy for interviewing and attending to the details of their work. Detention quarters for children are being provided in the same building. It will no longer be necessary to use the city jail and the city farm for this purpose.

A new city recreation building to be used almost exclusively by children was nearing completion in March 1945. The grounds were sufficiently

large to accommodate tennis courts, a baseball diamond, a football field, and other outdoor games. Community plans for two swimming pools, one for white and the other for Negroes, were assured in March 1945 when announcement was made that the Newport News Shipbuilding Company, had contributed the funds to construct them.

Other new facilities included a recreation building in one of the public housing projects within the city and a building for war workers operated by the industrial United Service Organizations. A building had been acquired for a boys club, but it was not yet ready for use. The organization of this club had been stimulated by the request of a group of boys, following publicity given to discussions of the Newport News child welfare committee. Funds for the purchase and renovation of the building were raised entirely by private subscriptions. Until March 1945 progress in renovating the building and employing staff had been handicapped by wartime regulations. Another facility in the planning stage was new quarters for another small-boys club which had been operating under volunteer leadership since before the beginning of the project. Membership was limited chiefly to boys from families in borderline economic circumstances living in a part of the crowded downtown section. This activity had been known only as a boys club to its members and leaders. To others it was an athletic group until efforts were made to broaden the scope of sponsors in the winter of 1945. When the new city safety department building was sufficiently completed to permit transfer of the police department, the city agreed to make quarters then in use by the police available to this club.

Three day nurseries, two for white children and one for Negro children, were in operation under public auspices. Only the Negro nursery had been carried over from the earlier arrangements made for children under the Work Projects Administration program. Standards of care and equipment in the Negro day nursery had been improved to the point where they were comparable to those for white children.

In the fall of 1944, the social service exchange began to operate under the auspices of the Community Chest. By March 1945 most, but not all, of the agencies participating in the Community Chest, had begun to make use of this facility. A number of agencies in surrounding communities had made application and been accepted as participants in the exchange. The social service exchange committee was engaged in making plans to help agencies understand and use the service more fully. Funds had been raised to enable the Community Chest to maintain the service for 1945.

New Public Services

The programs of the city welfare department and the health department were expanded to provide new services. Early in the project a child welfare worker was employed by the welfare department and immediate atten-

tion was given to developing a program of foster family care. Community response to this service was such that within 9 months the worker was carrying a maximum case load. Development of foster care facilities for Negro children was slow. Considerable effort was made by the child welfare worker to discover the reason for this, and to enlist the interest and help of persons in positions of leadership in interpreting the purpose of the program and obtaining foster homes. Under the supervision of the child welfare worker, the Negro member of the public welfare staff was gaining experience in home finding. It was planned that as she developed ability in other areas of child welfare with the help of the child welfare worker, she would be given increased responsibility for other services to Negro children. Attention had been given to developing an awareness on the part of all workers in the agency to the problems of families and children. This was done through consultation with the workers for the purpose of assisting them to recognize and deal with children's problems. Continuity was maintained in this service despite the loss of special workers. The general public welfare staff carried the responsibility until a new child welfare worker could be obtained.

In the summer of 1943 the city council assigned responsibility for the operation of the day nurseries to the local welfare department. An experienced supervisor was employed by the agency to be responsible for the operation of these nurseries, including training of staff.

The city health department was given new responsibility for enforcing housing regulations and inspecting school sanitary facilities. In addition that agency had also accepted responsibility to act as referral center for the new mental hygiene clinic. This clinic, sponsored by the Peninsula Chapter, Virginia Federation of Social Workers, was to begin operation in March 1945. Arrangements had been completed with the superintendent of the Williamsburg State Hospital to provide diagnostic service in Newport News 2 days a month. All referrals to the clinic were to be made exclusively by social agencies acting through this department.

IMPROVEMENTS IN EXISTING LOCAL PROGRAMS

Public Assistance

The State's average public assistance payment increased in all programs during 1943 and 1944. This trend was a result of several factors. The General Assembly in 1944 removed the maximum on aid to dependent children and raised the maximum on old-age assistance from \$20 to \$40. A consultant on home economics was added to the State office staff late in 1942. In 1943 the State agency took a more active role in assuring equitable treatment to recipients of old-age assistance, aid to dependent

children, and general assistance³ throughout the State. After the issuance of the Budget Guide, in September 1943, State supervisory controls were set up to promote uniform use of the guide by all local units in determining need and the amount of the assistance payment. The field representatives were active in interpreting the use of the guide and in furthering its acceptance by local units. The use of a manual of instructions, in force during the last part of 1943, resulted in greater objectivity and uniformity in the determination of need and the amount of the assistance payment. In 1944 the governor authorized the State agency to incur a limited deficit for public assistance. As a result the local units could take greater advantage of the raising of the maximum on payments for old-age assistance and their removal in aid to dependent children. The commissioner held regional meetings with local board members to concentrate interest on the whole public welfare program in the State.

In Newport News the average aid to dependent children payment per family in March 1945 had increased 34 percent over that of March 1943. Old-age assistance payments had increased 22 percent, and general assistance 24 percent in the same 2-year period. These proportionate increases for old-age assistance, aid to dependent children, and general assistance were almost identical with the State-wide increases for these programs. As far as could be determined, the increases seemed to follow the State-wide trend and to be related more to State-wide than to local developments.

The State agency's recommendations as to what to include as basic requirements of individuals were adopted in place of the more limited list in use when the community study was made in 1942. For example, food, shelter, clothing, and fuel needs were then the basis for determining need and making assistance plans. State recommendations included eight items for consideration in all cases and five additional items which could be taken into account in particular circumstances. As changes in cost of living were reflected and the new cost figures released by the State agency, assistance plans were revised to incorporate the higher cost figures. Changes in family situations, such as increased expenses or decreased income, were also recognized more promptly and adjustments made in the assistance plans. Local policy was revised to permit supplementation of aid to dependent children by general assistance in individual cases where need as established by agency standards exceeded the legal maximum. This policy was effective until the maximum payment was eliminated by the legislature. However, it is not yet possible to completely meet recognized need in this program because of insufficient funds.

³ Aid to the Blind was not included in the responsibility of the State agency referred to in this report.

Juvenile Office

This agency had been giving some thought to ways in which it could improve its services. A preliminary step was the development of a new reporting form to record the reason for bringing both children and adults before the juvenile and domestic relations court. The purpose of this form was to provide more comprehensive information about the difficulties children were getting into and to assemble comparable data—purposes the earlier form had not served adequately. The new form was developed in the hope of increasing the agency's and the community's knowledge of the needs of young people by providing material for a study of the ages at which children had difficulties and types of offenses for which they were brought to the juvenile office or juvenile court. Further plans for improvement in recording and in the type and quality of service given were being held in abeyance until the new quarters could be completed. In the meantime efforts were being made to obtain equipment and institutional management of recognized standards, in order that the new detention quarters should be of maximum service to the children held there.

Recreation

The function of the city recreation department changed from one of coordinating activities for servicemen to that of operating a program almost exclusively for children. With an increased staff many types of activities for both Negro and white children were carried on. Negotiations were under way with a national private recreation association for a study of the local program which would serve as a basis for current and post-war plans.

Health

The city health department had succeeded in improving its personnel standards. All nurses had had special public health training. Use was being made of the rapid treatment center for venereal diseases in Norfolk. Consideration was being given to new services for children and adults which would be appropriate for this department to undertake on a long-time basis.

The Instructive Visiting Nurses Association had been reorganized after study by a national agency. It was then possible to give more time to bedside nursing. Publicity was given on the availability of visiting nurse services to the residents of the city.

Schools

The school system has made efforts to improve its program in a number of ways. Handicraft classes for children in elementary grades were undertaken in the fall of 1944, but one class had to be discontinued because of

lack of personnel. Recommendations were made to the local school board for the employment of school social workers, but this request had not been acted upon by March 1945. There was a new emphasis in the physical education plans for children in the elementary schools. Formerly, the program had been directed more to recreation based largely on competitive games and, therefore, did not reach all children or give attention to their individual needs. The new objective was the physical development of every child with particular attention being given to children with special needs. Special attention was given to the detection of physical defects and their correction by the school physician. Physical examinations which were given to all children in one grade in 1943, were being given to children in more grades in 1944-45. The tuberculosis survey made in 1943 was to be extended in 1944-45. Toilet facilities had been improved by new equipment. The parent-teacher association in the schools for white children had been keeping the health needs of all children constantly before parents and had called attention to the need for more cafeterias to feed under-nourished children and for an additional physician in the school system.

Because of the work involved in ascertaining the health needs of children, the school physician, who also gave psychological tests, had been unable to give as much of his attention to this second phase of his work as he had planned. His wish for a staff to do psychological testing and to teach remedial reading had not been realized. The schools did not plan to participate in making referrals to the mental hygiene clinic.

School representation in the project was achieved through membership of the superintendent of schools on the child welfare committee and the social service exchange committee. The schools were also represented on the recreation subcommittee by the athletic director who was also supervisor of the summer playground program operated by the schools. It had not, however, been possible for the schools to make specific use of the findings of the child welfare committee in dealing with the school difficulties noted in the histories of the individual juvenile delinquents studied, nor to achieve a closer tie-up with other community agencies except when health problems were involved.

Housing

The difficult housing situation existing in the fall of 1942 was somewhat relieved, especially for white families, when the large housing unit outside the city was completed in 1943. Housing activities for Negroes, also a part of the same project, made some improvements in the overcrowded section in the city, but the situation in March 1945 was still bad. Because the rate of separations from employment in the shipyard was higher among white employees than among Negro, in February 1945 about 300 housing units in Copeland Park, a large war housing project formerly not available

to Negroes, were opened to them. Under the new city housing ordinance improvements were gradually being made on dwellings in the city's "slum area."

INCREASED COOPERATION AMONG AGENCIES

Pending completion of the recreation building, the industrial United Service Organizations had made its facilities available to the city recreation department for the use of 'teen-agers. The city health department and the Instructive Visiting Nurses Association had agreed on a division of responsibility in prenatal cases and were working closely together. There was closer cooperation between the welfare department, the schools, the health department, and the juvenile office. The schools and the welfare department had worked out methods of facilitating the provision of free medical care for school children. More cases were being referred by the juvenile office for child welfare services, foster care, and care in the day nurseries. Few cases of children were being referred to the juvenile court because of dependency. More of these families were, instead, being referred to the welfare agency for financial assistance and other services. Some neglect and delinquency cases were referred for child welfare services. Private agencies in the community were also turning to the public welfare agency for consultation on family and children's problems.

INCREASED RESPONSIBILITY OF LOCAL GOVERNMENT

In the early period of the project, the local government was reluctant to spend funds for new facilities or to accept such facilities financed partially or wholly from Federal funds when this would result in increased local cost for maintaining them. This attitude changed. New facilities were later constructed for the welfare and health departments and the juvenile office. Costs of maintenance and operation of the privately contributed swimming pool and of the public recreation facilities at first financed largely from Lanham Act funds was accepted as a continuing responsibility. Money was appropriated for the recreation study previously mentioned to be made by an outside agency for the purpose of continued planning of public recreation. It was believed that the city recreation department would become a permanent responsibility of local government. Salaries of local employees had been increased. Workers in the public welfare agency were among the highest paid in the State. Local funds had been appropriated for improving the standard of housing and for school sanitary facilities. The city government was giving substantial financial support to the Lower Peninsula Planning Commission to be discussed below.

Expectation of a quick end to the war and apprehension over revenues in the postwar period, brought about retrenchment in local public expendi-

tures in the fall of 1944. The public welfare agency was particularly affected. Appropriations for aid to dependent children were not sufficient to maintain the standard content of living which the agency had adopted after the maximums were removed. Recommendations for additional staff needed to improve the quality of the work of the agency were also rejected.

INCREASED INTEREST OF SPECIAL GROUPS IN COMMUNITY PROBLEMS

There was broad community interest in improving conditions in many areas affecting children as shown by reports in the newspapers of meetings held to discuss such topics as the returning veteran, housing, and family and child welfare problems. The parent-teacher association, for instance, discussed with its members the necessity for meeting the basic needs of all children. The association of Negro ministers was active in working on the housing problem and discussed this directly with the city manager.

There was also concern about the racial tension which had developed in the community during the war. The importance of creating opportunity for responsible participation by the Negro group in community affairs, therefore, had been recognized as necessary to constructive race relations. A race relations committee composed of ministers and laymen had been organized to give free discussion to interracial problems. A farm had been acquired by a church and plans were being made to utilize it as a school for delinquent boys. Space had been acquired and funds were being raised for the erection of a community house adjoining the church. When it seemed possible that the day nursery for Negro children would have to be abandoned because of the lack of suitable accommodations, another church in the community bought a building and made it available to the public welfare department in order that the nursery could be continued.

Interest in children had already been manifested by Negro ministers who had organized a child welfare committee among themselves. This group was undertaking to study the needs of Negro children as a basis for planning the work of this committee which, until February 1945, had been relatively inactive. This interest is illustrated by the activities of one Negro church whose minister had been identified with child welfare activities in a community in another State. He had organized a social service group within his church. Two workers had been employed and funds were being contributed by the congregation for relief and other services. The boys in the church had been organized into a boys club, the main activity of which was discussion of current topics.

Churches other than those in the Negro community also took an active interest in the needs of children. For example, two of them curtailed

their own programs to make facilities available for day nurseries for white children. Quarters for one nursery were to be made available to the public welfare agency as long as they were needed. The other church was considering the possibility of establishing and maintaining a nursery school of its own as a postwar project.

The Virginia Conference of the Methodist Church was especially interested in the extension of social services in the churches. Since the war began it had placed three church workers, young women with training in a college of religion and social work, in the Peninsula area for work in Newport News and the surrounding communities. Their duties included Sunday school instruction to children, and organization of young people's groups and church circles for women. The possibility of using these young people's groups for developing constructive social activities, and the circles for giving mothers wider understanding of children and methods of dealing with children's problems had not yet been generally recognized in Newport News, despite the fact that such topics were frequently brought up at these church meetings.

INTEREST IN COORDINATION

There was a revival of interest in organizing the various towns of the lower peninsula for the purpose of dealing jointly with community problems. This interest in organization first manifested itself at the end of the First World War, but because of strong local autonomy and the fear of the various communities that they would lose their identity, little progress was made. The 1944 Legislature gave its sanction to organization of postwar planning groups. A Lower Peninsula Planning Commission was organized to include Newport News and the other surrounding counties and independent cities. The general objective of this commission, in February 1945, was to plan postwar construction. All of the local governments in the area contributed to the financial support of the commission. It was to have a full-time executive and a number of subcommittees, one of which was welfare. The chairman of the welfare committee was the assistant superintendent of schools. Only one member was appointed from the social welfare field—the superintendent of the local public welfare agency in Newport News. The original outline for committee work included planning for increased physical facilities such as schools, playgrounds, and parks, but not for facilities and services of the welfare agencies. The city manager in Newport News expected that the scope of the committee's work would broaden as it explored the various problems listed for consideration.

Just before the executive secretary left the project, the child welfare committee approved the appointment of a special committee to study plans

of community organization for achieving coordination of public and private welfare programs. Work was begun by directing inquiries to various national organizations and other cities to learn something about patterns and trends in community organization. At a special meeting of the committee, a chest-council plan was presented by a representative of Community Chests and Councils, Inc. After consultation with the city manager, a plan was made to present a proposal for a chest-council type of organization to the board of the Community Chest.

The special committee of the child welfare committee made efforts to interest the Community Chest in obtaining the services of a full-time worker to be responsible for coordinating the activities of the private agencies participating in the Chest. Failure to convince the Chest board of the importance of this action showed that the community was not yet ready to take this step. Opposition to the proposal came largely from lay members who felt that Newport News was too small to warrant the expense involved. Certain people who recognized the need continued to work for this service.

In the months following the interruption of the project, the subcommittee on counseling and guidance, which was the only other subcommittee of the child welfare committee that continued to be active, also took steps to continue cooperation among agencies. This subcommittee met regularly and in February 1945 began to discuss the possibility of becoming a permanent independent organization that would keep abreast of developments among agencies giving case work and counseling services and help in developing cooperation among them. Subsequently it was permanently organized.

After the executive secretary left, the superintendent of the local welfare agency acted as secretary of the child welfare committee in Newport News. The child welfare committee was finally discontinued, along with the civilian defense organization, in the fall of 1945. It was expected that the new Lower Peninsula Planning Commission would become the coordinating agency for all activities in the area, including social welfare, and would thus take the place of the child welfare committee.

The council of social agencies, which functioned only as a discussion group, was seeking closer integration with the Community Chest of which it was a member. In February 1945, a committee was appointed by the council of social agencies to meet with a committee of the Community Chest to discuss how these two might work together more closely. The council was particularly interested in taking responsibility for recommendations as to the inclusion of agencies applying for membership in the Community Chest—a responsibility provided for in the bylaws of the Chest, but not put into practice since the council was organized.

At the time the executive secretary of the child welfare committee left

Newport News, it appeared that the community was ready to begin working on coordination. Although when the project ended many community services and activities continued at the same or an increased tempo, further coordination depended upon increased conviction as to the need for it even among some of the social agencies. However, some approaches to coordination had been made, such as the counseling and guidance sub-committee's organization as a permanent group to promote coordination of member agencies.

EFFECT ON SURROUNDING COMMUNITIES

The happenings in one community inevitably affect nearby communities. Ideas know no geographical boundaries. As interest is aroused in one place, ideas are adopted, modified, or improved upon in neighboring communities.

Warwick County, in which Newport News is located, organized a social planning committee which absorbed independent day care and recreation committees. It was vested with more authority by the county government than was granted to the child welfare committee in Newport News. Members of the county board of supervisors were included in the group which was given responsibility for taking official action to carry out its recommendations.

A successful 'teen-age center, established by a church in one of the communities in this county, stimulated interest in a similar undertaking in Elizabeth City County.

The creation of a full-time city recreation department in Newport News directly motivated citizen requests for a similar organization in Elizabeth City County. The plan for a public recreation department with a full-time director was approved by local government there and the superintendent of schools was directed to apply for Lanham Act funds, as no public agency responsible for recreation existed. The public recreation program was more closely coordinated with the schools and other private recreation agencies in this county than was the case in Newport News. From the inception of the plan, the necessity for coordination of all recreation programs with other activities on behalf of children was recognized and all planning was purposefully directed to this end.

In Elizabeth City County, a child welfare worker was employed for a demonstration service. This had been accepted as a local responsibility and necessary local funds had been appropriated. Response to the service was so great and the size of the case loads increased to such an extent that it was necessary to assign responsibility for child welfare cases to other workers employed by the county welfare agency. Special services to school children had also been inaugurated by the schools and one school social worker had been employed.

Need for special services to families and children in the public housing project located outside of Newport News and in these two counties became clear after workers and their families moved into the development. At the request of a local group, the Family Welfare Association of America supplied the staff for a 6-month demonstration of family welfare services. The residents of the local housing project supplied office space and met operational expenses. At the end of the demonstration period, the community chests of both Warwick and Elizabeth City counties raised funds to continue the service. Although the advisory committee was made up chiefly of residents of the project, country-wide membership on the committee was planned in the expectation that, when the housing development was no longer needed, family welfare services could be extended to the residents of both counties on a permanent basis.

The developments in the whole Peninsula area show that individual communities, in planning for themselves, should take into account the facilities or lack of them in other communities, and that agencies in several communities should plan together to use existing facilities or to develop new ones for their mutual benefit.

Newport News in planning for its new detention facilities for children recognized the lack of such facilities in the surrounding communities. Accordingly, detention quarters were planned large enough to accommodate children from these other communities who might need this type of care. Nine of the sixteen agencies in Elizabeth City County were accepted as participants in the social service exchange in Newport News. Agencies in Warwick County, because of their membership in the Newport News and Warwick County Community Chest, were considered participants in the social service exchange when it was first established. At least one social agency in a community farther up the Peninsula had inquired about the possibility of using the exchange. The mental hygiene clinic, mentioned above, resulted from the planning of the Peninsula Chapter of the Virginia Federation of Social Workers. Areas adjoining Newport News from which the membership of this chapter is drawn were to use the clinic and make their referrals through the Newport News health department.

STATE AGENCY ACTIVITIES

During the project, the State department of public welfare kept in touch with local developments through the reports made to it by the secretary of the committee and through visits to Newport News by a staff member responsible for liaison with the various child welfare committees throughout the State. State staff responsible for day care attended some meetings of the day care subcommittee. State staff members responsible for other aspects of the agency's total program, such as public assistance and child

welfare, as usual worked directly with the superintendent of the local public welfare agency, the child welfare worker, and the city manager.

The State agency publicized the report made by the secretary to the city manager, at the end of the first year of the committee's work. State staff also utilized the progress reports in helping localities interested in organizing to explore and meet welfare needs.

Following the interruption of the project in July 1944 and until March 1945, the sponsoring Federal and State agencies continued their interest in local developments and made their help available through their usual channels.

Conclusions

The experience of observing a community in the process of organizing itself to work on the prevention of juvenile delinquency has brought the sponsoring Federal agencies to the following conclusions. These, the agencies believe, are basic to the mobilization of community forces for dealing with a variety of social problems.

Community organization is a social process through which a community, like an individual, realizes its potentialities and uses its strengths in dealing with its needs and problems.

The strength of community organization lies in local leadership and an informed public opinion.

Continuous and competent leadership is necessary to focus attention on particular problems and on the relationships of each to other community problems and planning.

Citizen participation on a broad basis is necessary to assure consideration of the needs and interests of all groups.

Sponsorship of or active participation in community organization by local government gives force and movement to the objectives of the planning group, and assures government of a means whereby it can have the support of the various interest groups in the community in discharging its responsibility for the general welfare.

The pattern of organization that evolves will necessarily be peculiar to each community. This pattern takes shape as the community recognizes its needs and attempts to bring its resources to bear on each problem.

Progress in community organization is achieved as localities realize their potentialities and reach out to State, Federal, and national private agencies for resources to supplement their own, such as consultation in planning in various fields and funds to carry out such plans.

Within any organization responsible for social welfare planning there should be a group or groups to plan for services as well as facilities for meeting the needs of families and children. Planning for services for all children may be undertaken by a separate group within the organization or may be combined with planning for the welfare of families. In any case, the location of such group or groups within the structure of the organization should provide for close coordination not only with each other but also with all the other groups planning for other aspects of the community's program that affect the lives of children.

Local public health, welfare, and education agencies have an important part to play in organization for social welfare. Well developed and effectively administered public programs are the foundation upon which a total community welfare program must be built. The public agencies

therefore must accept responsibility for such a program as fully as they are able within the latitude of the State or local programs in which they operate. In addition, the local public agencies must stimulate organization for coordination, through which they and other community agencies may participate in developing well-rounded effective services to the community.

State health, welfare, and education agencies have a responsibility for making a major contribution to the organization of States and localities to meet the needs of their people. Public agency officials are in a position to know about State-wide social conditions that affect the people using their local programs. Because these conditions are often similar to those affecting an even larger group in the population, State agencies are aware of the problems on which a State and its localities should be working from time to time. In addition to participating in State planning along the lines described for local agencies, State agencies should develop their own programs and assist local agencies to carry their part in community organization.

Federal agencies must appreciate the need for coordination of related Federal programs and must help State agencies administering their programs to recognize that community organization is essential to efficient administration. Programs develop only as State and local agencies keep the needs of people before the public and participate in community efforts to meet these problems. Setting standards for a specific program and advising on developments in line with these standards are accepted Federal responsibilities. Nevertheless, a program, to be dynamic and responsive to the needs of people, requires the impetus of local community action. The way local government relates itself to meeting the needs of the people it represents determines, in the final analysis, the success or failure of both State and Federal programs.

☆ U. S. Government Printing Office: 1947—746753





BOSTON PUBLIC LIBRARY



3 9999 05708 6405

